PART E GUIDELINES FOR FACILITIES PROGRAM PLANNING

1.00 General Provisions and Policies

1.01 State-Level Capital Construction Decision-Making

The CCHE <u>Instruction Manual for Higher Education Facilities Program Planning and Budgeting</u> distinguishes two major phases of state-level decision-making.

- A. A Facilities Program Planning Review Phase to determine the appropriateness, necessity, and sufficiency of the project with respect to institution programs, applicable State policies, plans and standards, and consideration of alternative actions and timetables.
- B. A Construction Budget Priorities Review Phase to determine the relative urgency and impact of state investments with respect to statewide higher education system priorities.
- 1.02 Capital Construction Program Documents and Decision-Making

The Long Appropriation Act capital construction headnote policies define the scope and content of the planning documents required for facility appropriations.

- A. <u>Master Plans</u> analyze institution-wide programs, relating academic programs with facilities requirements and technology objectives in conjunction with, the effectiveness of institution-wide space utilization, and the match between academic program and necessary physical facilities (based on objective standards), and recommend at least a five-year projection of capital construction needs.
- B. Program Plans for specific improvement projects analyze the amounts, types, and relative locations of space required and/or facility system upgrades or replacement for current and projected programs (as determined by accepted State space standards), and define program and cost elements.
- C. <u>Physical Plans</u> include architectural and engineering services that detail the development stages of the project including diagrammatic sketches indicating vertical and horizontal spatial relationships.

College and university campus facility master plans and facility program plans are reviewed and approved by CCHE, with the technical assistance of the State Buildings Program on matters of construction standards compliance, appropriation compliance, and operating/life-

cycle cost studies, including timing and funding sources for future controlled maintenance requirements.

1.03 General Policy and Capital Construction Decision-Making

Evaluation of Facility Program Plans should be addressed at two levels of decision-making:

A. Governing Boards

- Conformity with institution master plan and academic and technology plans;
- Evidence of relevant educational program benefits;
- Assurances that operating and capital costs are appropriate to educational programming and sources and methods of financing;
- Consistency with Campus 5-year capital improvements program schedule.

B. Commission on Higher Education

- Consistency with CCHE State Master Plan -- role and mission; academic, facility, and technology planning goals; state higher education policy;
- Consistency with campus facilities master plan and academic master plans;
- Consistency of space utilization with CCHE guidelines, campus physical master plan space allocations;
- Alternative facilities solutions and life-cycle costs as required by CCHE;
- Appropriateness of source of funds, cost estimate methods, financing implications for life-cycle of construction as required, operations, and maintenance at projected enrollment increments.

Governing boards shall provide documentation with facility program plans to assure the Commission that academic and facilities programming decisions, operating and capital budgeting decisions, and alternative sources of financing have been evaluated at the highest policy levels.

1.04 General Procedures for Capital Construction Program Planning

Facility program plans are the core element of the capital construction decision-making process. They provide full disclosure of specific planned actions, a longer-range context of operating and capital budget decisions, and a schedule for implementation of the space requirements of educational programs. They are derived from the institution's long-range facilities master plan projections of needs and provide a broad range of specific policy,

program, facility, and financing information for approving and implementing a specific capital construction decision.

Each institution of postsecondary education supported in whole or in part by state funds will prepare a specific facility program plan for each of the major projects for which financing will be sought in the ensuing fiscal year, regardless of the source of funds. The Commission may exempt from the statutory requirements of program planning and physical planning specified categories of capital construction in which no project will require more than \$500,000 of state funds. Facilities to be financed through the Colorado Postsecondary Educational Facilities Authority must be approved by the Commission and the General Assembly.

Facility program plans must be approved if the projects are to be recommended by CCHE for funding in the ensuing fiscal years. Establishing funding priorities is, however, a separate process from approval of facility program plans.

1.05 Energy Conservation and Controlled Maintenance Projects

Colorado statute³ does not define energy conservation measures and controlled maintenance purposes as within the scope of capital construction projects that shall be reviewed and approved by CCHE. Proposals for Controlled Maintenance and Energy Conservation measures will be submitted directly to the State Buildings Program.

1.06 Unimplemented Facility Program Plans

Corresponding with a 1982 Commission policy requiring periodic review of facility program plans that are unfunded after the long bill is adopted, the Commission asks that the following conditions be met before program plans are resubmitted for consideration in the next funding cycle:

- A. The campus facility staff must submit an executive summary demonstrating the plan meets the following criteria:
 - The plan's space use assumptions have not changed, incorporating information on completed new construction and renovation since the original submission:
 - The plan's education and enrollment assumptions remain valid, reflecting any changes from the previous year in enrollment and degree or program offerings;
 - That capital costs remain valid and that any unusual construction issues resulting from the delay have been addressed;
 - That new code requirements will be met and that cost estimates are appropriately adjusted to reflect any changes.

¹23-1-106(5), C.R.S., as amended

²23-15-107(3); 23-15-115(1)(b), C.R.S.

³24-30-13-1(1), C.R.S.

B. The governing board has re-evaluated the project and indicated it will retain its original priority or that it has been reprioritized.

If the project remains unfunded three years after its original submission, the governing board will be asked to withdraw the plan and to re-evaluate the project.

2.00 Facility Program Planning -- Document Preparation Guidelines

The CCHE guidelines for the preparation of facility program plans have been coordinated with revisions to the State Buildings Program guidelines for facility program planning by non-higher education agencies. These coordinated revisions emphasize the integration of master plan policies, educational programming and capital facility decisions.

CCHE guidelines address the following categories of capital asset decisions:

- the remodeling/renovation of functionally obsolete space;
- the expansion of an existing facility or construction of all new facilities, or acquisition of real property;
- major instructional or scientific equipment purchases, defined as capital construction, pursuant to statute;
- utilities and site improvements;
- rental of off-campus space for any purpose.

2.01 Application of the Guidelines

The program planning guidelines provide a "point of departure" for judgments about the appropriate scope and content of information needed for a capital investment decision.

Formats provided are guidelines to assist in the preparation and presentation of planning data important to the state-level review and approval of facility program plans. The information upon which the facility program plan and budget decision is based directly affects:

- capital investment funding priorities (CCHE, Governor, Legislature);
- appropriations (long bill); and
- architectural/engineering design and construction (State Buildings Program).

State statutes direct the consistency of architectural/engineering plans with CCHE approved facility program plans.

2.02 Acquisition of Real Property

Acquisition or utilization of real property that is conditional upon or requires expenditure of state-controlled funds or federal funds is subject to the approval of the Commission.⁴ The application of the guidelines is as follows:

• Financial Analysis (For Self-Funded, Revenue Bonded, Long-Range Lease Financed Projects or Real Property Acquisition)

[Note: If the project is a Cash Funds financed facility or is financed through the Colorado Postsecondary Educational Facilities Authority, a financial analysis is necessary, pursuant to CCHE Policies for Self-Funded Capital Construction (Section III, Part Q).]

Lease-Purchase Acquisition of Real Property

[Note: Lease-purchase agreements to acquire real property from state appropriated moneys, or funds donated for that acquisition purpose, are subject to legislative authorization by a separate bill enacted by the General Assembly (24-82-102, C.R.S.)]

2.03 Exemptions

The Commission may exempt from the statutory requirements of program planning and physical planning any capital construction project that will require less than \$500,000 of state moneys.⁵ The campus Chief Executive Officer or designee should submit a Request for Exemption and a Capital Construction Budget to the governing board staff and to CCHE staff. The Request for Exemption shall specify the educational program nature and scope of the proposed project, the relationship to the institutional master plan, and the facilities to be altered or constructed. If the project is a part of a phased project to be completed in future years or if it complements or completes an earlier project, the total scope of the project should be identified.

3.00 Facility Program Plan for Capital Construction Projects

3.01 Policy Requirements

All colleges, universities, and other agencies in the Department of Higher Education shall prepare facility program plans as required by CCHE Policies III - <u>Capital Assets</u>, Part E.

Projects or facilities requiring program plans include:

⁴23-1-106(8), C.R.S.

⁵23-1-106(5), C.R.S., as amended.

- facilities to be financed using any state capital construction funds, excepting projects defined solely as controlled maintenance and/or energy conservation projects;
- facilities financed through the Colorado Postsecondary Educational Facilities Authority;
- facilities financed by student fees, auxiliary funds, cash funds, research revolving funds, gifts, grants, bequests, or any other sources of funds; and
- acquisition or utilization of real property by lease, lease-purchase, or rental that is conditional upon or requires expenditures of state controlled, federal funds, or other funds identified in 2.02 above.

4.00 Description of Program Plan Format Requirements

Preface and Summary

- 1. Brief abstract of scope, justification, relation to institutional master plan, future considerations, project cost and schedule, suitable for use as an executive summary.
- 2. Describe process used to develop the facility program plan. Describe the management decisions made by the institution and the governing board that assure the plan is appropriate to current institutional mission and sources of financing.

4.01 Program Information - New Projects

1. Description of standard Program Plan – New Buildings, Facilities

A concise statement describing the educational program related to this Facility Program Plan, including educational program objectives and accreditation standards.

2. History, Role and Mission, Unique Program(s)

A short statement of the educational program history and the relationship to the approved role and mission, and to unique degree programs.

3. Program Needs and Trends

Describe annualized five-year history and campus enrollment projections causing the qualitative and quantitative needs for construction or acquisition of this space. (Appendix: CCHE Table C-2a Enrollment Trends). Emerging and changing enrollment composition and educational requirements should be analyzed and long-range resource requirements developed. Establish a general schedule for accommodating changing conditions.

4. Relation to Academic or Institutional Strategic Plans

Show relationship of this program to institutional academic plan(s) or strategic plan(s).

5. Relation to Other Programs or Agencies

Show the relationship of this program to any applicable federal, state, and/or community program(s)/plan(s).

6. Existing Programmatic/Operational Deficiencies

Describe the programmatic or operational deficiencies that justify the need for this project. This should be coordinated with the enrollment trends. The discussion should establish the relationship of specific educational and facilities space management issues, by organizational unit, to be resolved by the program plan.

7. Program Alternatives

Summarize the findings of the program analyses of alternative teaching modalities, class section size, educational technology, new equipment, off-campus resident instruction and other program delivery factors affecting educational program life-cycle operating costs and space programming for this capital investment decision. Evaluate the educational program delivery alternatives in terms of such factors as cost, quality, and results. Estimate the relative life of the educational program before additional capital investments are likely to be needed.

4.01.01 Facilities Needs

1. Total Space Requirements

Establish existing and five-year space planning assumptions and program size data from curriculum and student load projections and station utilization rates. Space requested should be justified, by category, based on the applicable CCHE guidelines. Should the program planning indicate a need for modified utilization criteria, appropriate justification should be provided. This analysis should show the total impact of net space utilization, campus-wide.

If the project is only a part of a phased larger project to be completed in future years, or if it complements or completes an earlier project, the ensuing total scope of the project must be fully disclosed.

After detailed space planning has been completed, summaries of space requirements, by program and by space category, should be included in the program plan (Appendix: CCHE Table C-1a Plan Summary, Total Space Requirements and Table C-1b, Summary, New Space Growth). If significant deviations from the Facilities Master Plan occur as a result of this study, the Facilities Master Plan may need revision and reapproval; consult with CCHE.

Provide conceptual floor plan and bubble-diagrams illustrating the interaction and working relationships between and among the different spaces. Summarize the organization of the proposed new spaces by functional areas, spaces shared by different organizational units, and spaces that will be used exclusively by specific organizational units. It is recognized that program plans are early conceptual solutions to the problems described in the plan. In that context, the gross square footage in the final design may be within 5 percent of the gross square footage in the program plan.

2. Unique or Special Features

Describe any unique or special facility features required to accommodate the program. Identify the criteria used to justify these needs.

3. Health, Life Safety, and Code Issues

Describe any facility operational problems, code, or health/life safety deficiencies, which must be addressed at this time.

Sufficient explanation must be given to provide a clear understanding of the necessity (or desirability) of the code and accessibility issues, special features, environmental controls, and security requirements.

4. Site Requirements

Summarize the pedestrian/vehicular access, topography, soils condition, surface and subsurface drainage, vegetation, and utility system requirements that impact the cost or design of the project. This information may be summarized from the Long-Range Facilities Master Plan.

5. Equipment Requirements

Briefly summarize the fixed and movable equipment to be relocated, replaced and purchased for occupancy of the new facility. List each new movable equipment item having a <u>unit cost</u> in excess of \$50,000. Movable equipment items, which are desirable, but not essential to current program accreditation, shall be so identified.

6. Acquisition of Real Property

Lease-purchase agreements to acquire real property from state appropriated moneys, or funds donated for that acquisition purpose, are subject to legislative authorization by a separate bill enacted by the General Assembly (24-82-102, C.R.S.).

4.01.02 Project Description

1.A statement of the intended facility improvements resulting from implementation of the Facility Program Plan, stated in terms of specific CCHE space utilization criteria and applicable codes and standards.

Develop scope of work statements for the physical systems and physical environment requirements to accommodate the program(s), including meeting all applicable standards and codes.

2. Include diagrammatic plans or sketches to help describe the proposed project.

3. Project Cost Estimate

Show the estimated cost for this project, consistent with the OSPB Budget Procedures. Indicate the methods used to determine cost estimates. Document the cost estimating data source for material and labor costs.

Identify the type and estimated costs of any new and replacement movable equipment needed to operate the program(s) upon completion of this project. Identify the educational program cost effects of delaying the real property acquisition or facility construction time beyond the period considered for initial occupancy.

Identify any changes in operating budget needs resulting from the capital improvement project. Disclose the revenue sources and amounts to annually fund the changes in facility operating costs.

4.Life-Cycle Cost Analyses (when required by CCHE)

Include analyses of life-cycle owning and operating costs for all relevant alternatives considered. The analyses shall be performed according to the methods included in ASTM E917-89, Standard Practice for Measuring Life-Cycle Costs of Buildings and Building Systems. Include all costs for each alternative, not just cost differentials. Show all interest rates, unit costs, terms, capital repair cycles, etc., in sufficient detail to clearly show all assumptions.

5. Financial Analysis

Describe source(s) of funds including capital construction appropriations, cash funds, bond proceeds, gifts or bequests, or lease/purchase arrangements.

For projects that are self-funded, revenue bonded, lease purchased, or lease financed, provide a financial analysis, including interest rates, length of term(s), repayment schedule(s), and source(s) of repayment funds. The analysis also

shall include a discussion of the institution's debt structure and the impact of this project on that structure.

If the project is a Cash Funds financed facility or financed through the Colorado Postsecondary Educational Facilities Authority, a financial analysis is necessary, pursuant to CCHE Policies for Self-Funded Capital Construction (Section III, Part Q).

If the project includes receipt of gifts and bequests of money or property which directly or indirectly involves significant ongoing expenditures (23-5-112 C.R.S.), an endowment sufficient to fund such expenses may be required; consult with CCHE for approval of an exception.

Financial documentation should conform to the budget instructions issued for the funding year.

6.Project Schedule

Identify the project's relation to or dependence upon other current or future master plan designated capital improvement projects.

Identify the relative urgency for funding the project. Describe the consequences of delayed spending authorization and provide documentation as applicable. This should include a risk management analysis, if applicable.

Estimate the schedule to complete the physical planning, bidding construction, and equipment phases for occupancy. Describe the construction management process that impacts project phasing.

4.01.03 Relation to the Master Plan/Other Projects

Describe the relation of the project to the Facilities Master Plan, academic use zones, space inventory, and space projections. References should be made to the pertinent portions of the master plan. Describe any programmatic elements or space allocations that are at variance with the current Facilities Master Plan.

Describe the appropriateness, necessity, and sufficiency of the implementation of this project on the achievement of specific Institutional Master Plan policy objectives.

Describe how this project relates with other current or previous five-year capital investments in the same programmatic area. Describe how this project fits into the five and/or ten-year capital project projections.

If the educational program to be accommodated is now in a facility proposed to be vacated, briefly discuss plans for that facility and any resultant series of relocations. The proposed reuses or new uses of each facility affected by the educational program

should be summarized, including the relationship of such uses to the Facilities Master Plan. When programming an initial portion of a new facility, the basic phasing concept should be explained here. Additionally, provide a conceptual cost estimate for the subsequent series of relocations or proposed reuses.

4.01.04 Facilities Alternatives

Summarize alternate facilities solutions considered, including (as appropriate) lease/rent, real property acquisition, construction, and relocation, with cost analysis conclusions, indicating the best use of institutional or community shared resources. Operating costs, as well as space efficiency, should be considered. Explain contingency plans for operating the program in the event that capital construction funds are not approved.

Construction of a new facility in excess of 20,000 gross square feet should include costs analyses of phased construction, including assumptions about projected cost increases.

4.01.05 Appendices

Other supporting data should be included in the appendix. A map should be included to indicate the locations of the project.

- 1. Append such supporting documents, as appropriate, to establish approvals from other federal, state, or community agencies having jurisdiction over any aspects of the project. Examples may include hazardous waste management, hazardous emissions, ditch company easements, zoning authorities, etc.
- 2.Master Space Scheduling Guidelines, Policies, and Procedures (Complete this section if significant additional classroom space will result from construction).

3. Room Utilization Addendum

This section should detail room scheduling and station utilization rates, by course, as they relate to the facility being programmed. Data showing room sizes, weekly room contact hours, hourly room use, average section sizes, and percent of station use should be appended.

4.Life-Cycle Owning and Operating Cost Analyses

This section should include the detailed life-cycle cost analyses for all alternatives considered for the project if required by CCHE.

5. Library Projects

For projects exceeding \$650,000, additional information is required for the expansion, construction, or the remodeling/renovation of functionally obsolete library space. (Reference CCHE Library Space Planning Tables L-1 through L-2 for analysis format and content.

6.Independent Third-Party Review

Include the report from the independent third-party review required by CRS 24-30-1303(1)(r). This review **MUST** be completed before final governing board approvals of the program plan.

7.Student Demographics (may not be required for projects under \$2,000,000 if described in Section 2)

- Enrollment Trends for campus and institution
- Class/Lab Information

4.02 Program Information – Renovation, Remodel Projects

Institutions renovating or remodeling existing facilities should provide a concept paper briefly outlining its project goal to the Commission. No program plan is required for these projects.

4.03 Concept Paper for Building Renovations

A concept paper should include the following summary information:

- 1. an outline of the academic program using the facility;
- 2. whether renovation encompasses exterior-interior space additions;
- 3. whether any academic program expansion or new uses are contemplated;
- 4. whether office/service spaces are for specific program or general uses;
- 5. an assessment of three alternatives available to address the need;
- 6. whether the existing master plan contemplates the project and which plan needs are met;
- 7. the facility audit on record with the Office of State Buildings indicating the Facilities Condition Index of the building(s);
- 8. a list of controlled maintenance projects of record with State Buildings Division for the facility, including current future controlled maintenance priorities that will be incorporated within the project. The assessment should include the dollars saved in future maintenance as a result of project approval;
- 9. Functional areas impacted by any proposed remodel, renovation or demolition and an assessment of whether relocation costs will be needed for existing occupants;
- 10. if project anticipates total re-surfacing of an historic building or restoration, submit a summary of proposed building materials;
- 11. a preliminary inventory list of planned spaces, and a basic description of technologies.

4.04 Building Condition Survey

When an institution contemplates renovating an existing facility, a building condition survey must be incorporated within the project review and submitted with either the program plan or the concept paper. The executive director, or designee, may waive this requirement for minor projects.

1. Description of Building Condition

Prior to the approval of any renovation, remodel project, the institution shall submit an existing condition survey assessment completed by a qualified third-party Architect or Engineer not directly employed or related to the institution for any existing building(s) affected.

2. Existing Condition Survey Assessment

The Existing Condition Survey should assess the following issues:

- A. Overall Site Survey: Address any existing historic site elements. List any site conditions that contribute to the existing stability of the building that might affect the proposed building addition.
- B. Building Envelope: Assess the condition and possible restoration necessary for exterior walls, windows, doors, roofing, waterproofing system and foundations.
- C. Structural System: Discovery should document the existing structure. If historic construction documents are unavailable, an engineer shall review the existing structure and estimate loading conditions and the appropriateness for the planned uses from a code standpoint. If the existing structural system is not viable, the best method for an acceptable structural system should be provided. Review all existing interior structural elements floor/roof systems, bearing walls, foundations and vertical support systems.
- D. Building Systems: An engineer shall evaluate existing systems mechanical, electrical, plumbing, fire alarm and any existing technology –to assess the need for full or partial replacement.

3. Financial report

In conjunction with the concept paper, the institution should submit a preliminary project cost estimate that incorporates its request for the total project based on the third-party assessments of the building condition and its estimated architectural and engineering costs. Include projected sources of financing – including fund-raising potential, grants and/or gifts already committed. Also note any potential historic preservations funds and/or why such funding has or has not been included.

4. Continuity of Project Consultants

Consultants selected for this initial phase should be consistent throughout the project contingent upon a positive performance evaluation by the institution at the end of the phase 1 process. The concept of continuity is important to alleviate duplication, create more ownership in the preliminary assessment process, and reduce the potential for added costs resulting from different project visions from one phase to another. If the institution chooses not to follow this procedure, an explanation should accompany the concept paper.

5. Approval for architectural and engineering funding request

Following submission of the information in lieu of program planning, the Commission may choose to forward the institutional request to the General Assembly and the Office of State Planning and Budgeting recommending funding a portion of/or total estimated architectural and engineering fees to complete the schematic design phase of the project. Approval of this phase does not constitute final project approval by the Commission.

6. Final Project Approval

Following completion of schematic design, the Commission will review the building efficiencies and programming elements proposed as well as the estimated costs for completing the proposed renovation/remodel or addition. The Commission will then determine whether to forward the project for completion of the design phase and construction.

5.00 Planning for Leases of Space for any Purpose

Any acquisition or utilization of real property by a state-supported institution of higher education, which is conditional upon or requires expenditures of state-controlled funds or federal funds shall be subject to the approval of the Commission, whether acquisition is by lease, lease-purchase, purchase, gift or otherwise. C.R.S. 23-1-106(8)

5.01 Reporting Requirements for Leases

Electronic reports on leases shall be due to CCHE on the following dates:

- December 15 should include all leases to be executed January 1 for the next calendar year through June 1.
- May 15 should include all leases to be executed June 1 or for the remainder of the year.

The reports on leases should include the following information:

- Name of institution
- If each lease is new or is a lease renewal
- Names of lessors for each lease
- Square footage of each lease
- Purpose of each lease using national center for education statistics (NCES) codes:
 - ✓ 100 (classrooms)
 - ✓ 200 (labs)
 - ✓ 300 (office)
 - ✓ 400 (study)
 - ✓ 500 (special use)
 - ✓ 600 (general use)
 - ✓ 700 (support)
 - ✓ 800 (health)
 - ✓ 900 (residential)
 - ✓ 000 (unclassified)
 - ✓ 999 (nonassigned)
- Program or function for each lease proposed (i.e., provide improved classroom and support space for master's program in business administration in downtown Denver)
- Term of each lease (from what date to what date)
- Address of each leased property
- Annual cost of each lease
- Cost per square foot of each lease
- Source of funding for lease ("cash funded" must be described)
- Special requirements for each lease, if any

5.02 Requirements for different categories of leases

The dollar amount of each lease determines the requirements for CCHE review and approval. The categories and their requirements are:

• Leases of less than \$75,000 a year.

For leases of less than \$75,000 annually, the institution would report in the appropriate biannual reporting period as established in Part E, 5.01 to CCHE via an electronic filing on a form to be posted on the CCHE web site. Institutions will fill out the form and submit it electronically. Staff will review the information submitted for the waiver request and electronically transmit the waiver approval or denial to the institution. This does not take the place of review of the actual executed leases by the state buildings division. Once CCHE approves such leases, they must be included in the appropriate biannual lease report.

• Leases of more than \$75,000 annually.

Leases of more than \$75,000 during the lease period will need to be submitted to CCHE as electronic program plans following the requirements outlined in sections 3.00 and 4.00 of this policy.

For leases greater than \$75,000 annually, the following additional electronic information also will be required on the electronic filing:

- ✓ A summary and justification of the lease proposal;
- ✓ A brief explanation about why the function or program cannot be housed in existing state-owned or institution space;
- ✓ A brief analysis of space needs done in table form;
- ✓ A comparative analysis of other possible leased spaces that meet the space requirements located within the targeted area;
- ✓ Annual lease and operating costs under the proposed lease term; and
- ✓ Time by which the lease needs to be executed.

These leases may not be executed by the institution until approval is received from the executive director or his designee. Once CCHE approves them, the institutions must include them in the appropriate biannual report to be filed electronically.